

**Library Service Market Analysis**  
for the  
**Racine Public Library & Foundation**  
and the **Village of Sturtevant**  
November 9, 2017



# Library Service Market Analysis

A report submitted to  
The Racine Public Library and Foundation  
November 9, 2017

## Project Overview

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The Racine Public Library is reviewing the opportunity to provide enhanced library services for the Village of Sturtevant with the potential addition of a library branch facility. Currently, Sturtevant receives weekly bookmobile service (4 hours per week) from the Racine Public Library. Some Sturtevant residents are seeking more substantial library services, beyond access to collections, to include community gathering spaces and opportunities for adult and children's programming. Sturtevant and Racine Public Library must consider the initial building costs, service models and ongoing operational costs to make a determination of whether to pursue this option.

Library Strategies, a consulting firm of The Friends of the Saint Paul Public Library, was asked to conduct an analysis of Sturtevant's library service needs and review the alternative library service delivery models available to the community. This report will assist the Racine Public Library in making a determination of the need for onsite library services for the Village of Sturtevant, understanding the logistical, financial and operational impacts of building and maintaining a library facility. Specifically, this report will provide the following information:

1. A review of Sturtevant's demographic profile and future growth projections;
2. A profile of current library use of the Racine Public Library, its mobile library and surrounding libraries by Sturtevant residents;
3. An analysis of ongoing operational impacts of staffing, managing and maintaining a library facility;
4. An analysis of up-front capital costs involved with building a library facility or renovating existing space, to accommodate the size, location, parking, etc. required for a library to serve the Sturtevant community into the future;
5. Alternative library service models for consideration; and
6. Recommendations for next steps in working with the various partner organizations involved with providing library services to the citizens of Sturtevant.

## Methodology

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To assess the current and future needs of the citizens of Sturtevant for enhanced library services, Library Strategies conducted an analysis of current Racine Public Library data, state library data, alternative library facilities in the region and community demographic projections. We also interviewed the following people:

- Steve Ohs, Director, Lakeshores Library System
- Jessica MacPhail, Library Director, Racine Public Library
- Krista Ross, former Director, Southwest Wisconsin Library System
- Mike Rosenbaum, Trustee, Village of Sturtevant

These sources of input provided Library Strategies with insights and information which are synthesized and analyzed in this report.

## Sturtevant's Demographic Profile

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Sturtevant has a current population of approximately 7,046 residents (2017), which includes approximately 2,000 persons in the Racine Correctional Institution. Population is projected to increase by .32% from 2017 to 2022<sup>1</sup>. The region surrounding Racine is expected to see low/moderate growth from 2017 to 2022, from .1% growth in Racine to .39% growth in Caledonia.<sup>2</sup>

The median age of Sturtevant residents is 38.4 years, with about 18.1% of all residents under the age of 18 years and 8.8% over 65 years of age.<sup>3</sup> Compared with its surrounding communities, the Village of Sturtevant has fewer children under 18 years of age and fewer adults over age 65 years. Libraries are typically accessed more frequently by children under 18 and adults over 65 years, or retirement age. A larger portion of the Sturtevant population represents ages between 18 and 65 years, with nearly 70% of its population in this age category.<sup>4</sup> This group is typically when families are started so could project a future increase in children for the area.

### Demographic Profiles per Surrounding Community (2010)

People	Sturtevant	Mt. Pleasant	Caledonia	Racine
% Persons under 18 years	18.1%	20.5%	22.6%	27.9%
% Persons over 65 years	8.8%	19.8%	14.4%	10.9%
% Persons 18-65 years	73.1%	59.7%	63%	61.2%

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<sup>1</sup> <https://wisconsin.hometownlocator.com/wi/racine/sturtevant.cfm>

<sup>2</sup> <https://wisconsin.hometownlocator.com>

<sup>3</sup> [Wikipedia.org/wiki/Sturtevant, Wisconsin](https://en.wikipedia.org/wiki/Sturtevant,_Wisconsin)

<sup>4</sup> <https://www.census.gov/quickfacts>

## Use of Library Services by Sturtevant Residents

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Racine County has five public libraries. The closest library to the residents of Sturtevant is, of course, the Racine Public Library, at a distance of seven miles. The next closest library is Graham Public Library in Union Grove, which is 8.5 miles from Sturtevant. The other three libraries in the county are located nearly 20 miles away from the Village. Checkouts of area residents (Sturtevant, Mt. Pleasant and Caledonia) from the five county libraries in 2015 reflect the following pattern of library activity, with area residents accessing libraries within close proximity:

### Resident Checkouts at Surrounding Libraries

Patron Checkouts	Racine	Graham	Rochester	Waterford	Burlington
<b>Sturtevant</b>	<b>14,137</b>	<b>3,300</b>	<b>0</b>	<b>104</b>	<b>27</b>
Mt. Pleasant	117,682	1,054	11	235	1,986
Caledonia	138,236	1,604	3	881	203

Total library checkouts from these same five libraries, from each community on a per capita basis indicate that Sturtevant residents have fewer checkouts per capita than surrounding communities:

### Total Checkouts Per Capita

Checkouts by Residence	Population	Total Checkouts	Checkouts/Capita
<b>Sturtevant</b>	<b>5,000*</b>	<b>17,568</b>	<b>3.51 per capita</b>
Mt. Pleasant	26,224	120,968	4.61 per capita
Caledonia	25,515	140,927	5.52 per capita

Active library patrons (active in the last 5 years) from each of these communities indicate a similar pattern of library usage:

### Percentage of Active Patrons

Active Patrons by Residence	Population	Active Patrons	% Patrons/Pop.
<b>Sturtevant</b>	<b>5,000*</b>	<b>1,442</b>	<b>29%</b>
Mt. Pleasant	26,224	8,173	31%
Caledonia	25,515	7,371	29%

\*Represents Sturtevant residents not including prison inmates.

## Sturtevant Residents' Use of RPL Bookmobile

### Sturtevant Bookmobile Checkouts:

**2015: 3,014**

**2016: 2,909**

**2017: 3,562** (January – October)

Circulation from the RPL bookmobile to Sturtevant residents is relatively low, likely limited by the low number of hours the mobile library is available (only 2 hours per week until a recent increase to 4 hours per week). The increase in circulation for the 10 months of 2017 likely reflects the additional hours of service added recently. Continued monitoring of circulation from this mobile unit may reveal a sustained increase, although the levels are comparatively low.

## Library Service Model Options

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There are a number of options available to the enhance library services for the residents of Sturtevant. These options include:

1. *A branch of the Racine Public Library with full funding and operational support provided by Racine Public Library; with continued membership in the Lakeshores Library System.*
2. *An independent Sturtevant library, remaining part of the Lakeshores Library System with full benefits of membership in that system (cooperative purchasing, delivery, ILS, continuing education, technology support, etc.) as an independent member library.*
3. *A joint Sturtevant-Racine Public Library with cooperative arrangements for funding, operations and governance.*
4. *A Link and/or Express Library, staffed by volunteers or minimal staff, with options for book delivery lockers.*

Each of the above models involves opportunities for negotiations and further discussion with the entities involved. For purposes of this report, the operational considerations for each of these models will focus on funding impacts as closely as can be determined at this point in time.

## Option 1: Racine Public Library Branch

The following analysis represents an initial review of ongoing operating cost considerations for establishing a branch library. The most significant budget item involved in operating a library is staff salaries. It has been stated that a Sturtevant branch library would operate 20 hours per week, which is a good start but we encourage the consideration of more hours after assessing demand for access to collections, programs and services. A library open 20 hours per week would require the following staff:

### Staff costs (based on RPL hourly rates for FTE):

Branch manager, 10-20 hrs./week	\$30.74
Library associate 20 hrs./week	\$25.80
Shelvers, 10 hrs./week	\$15.40
Manager of Circulation, Outreach & Technical Services (existing RPL staff, hours to be determined)	\$38.16

Participation in the Lakeshores Library System for Racine Public Library would adjust based on increased shares of cooperative services and ILS costs.

## Option 2: Sturtevant Independent Library

An independent library would require an initial capital outlay and ongoing operational support from the Village. Ongoing maintenance of the library facility can be anticipated at approximately 5-10% of the construction costs. Staffing costs would likely be less than a Racine Public Library branch based on lower hourly rates used by typical non-union libraries. Typical library salary rates for smaller communities in the Midwest include:

### Staff costs (based on typical Midwest library staff rates for smaller communities):

Branch manager, 10-20 hrs./week	\$19.00-\$22.00
Library associate, 20 hrs./week	\$13.00-\$18.00
Other library support staff, 10 hrs./week	\$11.00-\$14.00
Shelvers, 10 hrs./week	\$ 7.30-\$10.00

Participation in the Lakeshores Library System for cooperative purchasing, delivery and SHARE ILS services can be anticipated to cost between \$10,000 and \$20,000. Comparatively, other Lakeshores libraries with similar service populations contribute to the member system at the following levels:

## Lakeshores Library System Participation

Library	Total Contribution
Barrett Memorial Library (Williams Bay)	\$9,382
Burlington Public Library	\$22,509
Graham Public Library	\$8,076
Lake Geneva Public Library	\$16,665
Waterford Public Library	\$21,846

To identify anticipated funding requirements for an independent library, a comparison study was conducted of area libraries in communities of similar size among the Lakeshores Library System membership. These comparisons provide a snapshot of potential ongoing funding requirements to operate an independent library in Sturtevant.

### Lakeshores Libraries with Similar Sized Communities: Library Operations Data

	Burlington	Graham	Waterford	Lake Geneva	Matheson	Racine
Resident Population	10,668	5,010	5,378	7,771	9,897	77,571
Extended County Population	18,946	10,343	11,376	15,711	26,357	138,851
Resident Registered Users	6,643	1,705	2,804	7,075	6,658	61,118
Non-resident Registered Users	7,231	1,971	5,725	10,494	6,232	21,039
<b>Total Registered Users</b>	<b>13,874</b>	<b>3,677</b>	<b>8,529</b>	<b>17,569</b>	<b>12,890</b>	<b>82,507</b>
<b>Square Feet</b>	<b>16,019</b>	<b>7,200</b>	<b>18,239</b>	<b>16,030</b>	<b>21,000</b>	<b>65,000</b>
Open Hours/Week	65	58	55	57	57	54
Total Staff	11.79	4.43	10.14	11.73	11.00	38.30
<b>Municipal Appropriation</b>	<b>\$398,913</b>	<b>\$67,768</b>	<b>\$177,590</b>	<b>\$441,800</b>	<b>\$393,685</b>	<b>\$762,179</b>
County Appropriations	\$151,147	\$104,282	\$382,658	\$273,823	\$356,205	\$1,862,639
Other County Payments	\$132,099	\$16,714	\$33,532	\$11,265	\$2,248	\$19,654
Total State Funds						\$5,000
<b>Total Income</b>	<b>\$783,917</b>	<b>\$273,862</b>	<b>\$727,415</b>	<b>\$748,472</b>	<b>\$805,520</b>	<b>\$3,339,484</b>
<b>Total Operating Expenditures</b>	<b>\$695,657</b>	<b>\$258,235</b>	<b>\$725,415</b>	<b>\$654,437</b>	<b>\$805,519</b>	<b>\$3,338,484</b>
<b>Resident Support Per Capita</b>	<b>\$37.67</b>	<b>\$28.57</b>	<b>\$53.38</b>	<b>\$56.85</b>	<b>\$39.78</b>	<b>\$23.83</b>

### Option 3: Sturtevant-Racine Library

This option requires negotiation between the Racine Public Library and the Village of Sturtevant to develop a mutually beneficial joint powers or contractual relationship. This form of contractual arrangement exists in many library/city/county communities within the state of Wisconsin with a municipality funding the construction of the library facility and providing all maintenance of that facility, including insurance, heat, lights, snow removal, lawn care, cleaning services, and other services related to a building. The Racine Public Library would provide staff, collections, programming and technical support. This library would also likely be a member of the Lakeshores Library System.

### Option 4: Link or Express Library

A Link Library can be provided in a variety of ways, with space located in an existing storefront, a room within other public service facilities, or within a public area with a potential partner (grocery store, coffee shop, etc.). This site could be open daily or several times a week, depending on staffing, programming options and building access considerations. Link library sites are either managed entirely by volunteers or with limited staffing oversight.

The Village of Sturtevant could provide a yearly stipend for upkeep and collection, a library support group such as Friends of the Library could raise funds and provide additional support. The Racine Public Library could be asked to support this Link Library with a small collection and/or limited staff support. Some Link Libraries are staffed completely by volunteers.

An Express Library could include a set of lockers located in a high traffic area such as city hall, recreation center or in an open area near transit hubs or public service buildings, which are accessible by the public 27/7 or during extended hours. Library users reserve materials online and through arrangements with local libraries materials are delivered and picked up either daily or 2-3 times a week.

Funding for Link and Express Libraries varies widely, depending on the services, space, staffing and partnership models incorporated. Again, negotiations with the Racine Public Library could provide support based on the level of services required.

## Library Construction Costs

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In anticipation of building a Sturtevant library facility, regardless of which operational model is involved, Library Strategies provides the following estimates for capital outlays. Please note, however, these estimates are based on typical library construction costs today and do not represent specific costs for Sturtevant, which would reflect decisions on specific library features; quality of building materials; building efficiencies; type and quantity of furniture, fixtures and equipment (FF&E); permits and fees; site costs; and other specific requirements of a building project in the future.

A commonly referred metric for determining the appropriate size of library facility for a community is 1.5 feet per capita. Therefore, Library Strategies is suggesting a library facility of approximately 10,000 to 12,000 square feet to accommodate Sturtevant’s population growth in the coming 20 years. Construction costs per square foot for libraries typically ranges from approximately \$290-\$400 depending on site, materials and design efficiencies. In addition to hard construction costs, the City should also anticipate soft costs (fees, permits, surveys, etc.), professional costs and FF&E for an additional 25-30% of the budget. A 10% escalation cost is also typically added to construction projects, anticipating construction costs rising in the future.

Estimated range of construction costs based on the above assumptions:

**LOW:**

Construction Costs: 10,000 sf x \$290/sf	\$2,900,000
Escalation (10%)	<u>\$ 290,000</u>
<b>Total Building Costs</b>	<b><u>\$3,190,000</u></b>
Soft Costs, Professional Fees and FF&E (25%)	<u>\$ 797,500</u>
<b>TOTAL ANTICIPATED BUILDING COSTS</b>	<b>\$3,987,500</b>

**HIGH:**

Construction Costs: 12,000 sf x \$400/sf	\$4,800,000
Escalation (10%)	\$ 480,000
<b>Total Building Costs</b>	<b><u>\$5,280,000</u></b>
Soft Costs, Professional Fees and FF&E (30%)	\$1,584,000
<b>TOTAL ANTICIPATED BUILDING COSTS</b>	<b>\$6,864,000</b>

An alternative to building a new library facility is the option to utilize existing available space in the community. This has been identified as a viable option for Sturtevant. A budget to renovate existing space was not explored in this report, as the costs would vary significantly based on the quality and appropriateness of the existing facility.

## Recommendations and Next Steps

Based on data analysis of the level of library services used by the citizens of Sturtevant, primarily represented by the comparatively low rate of active library patrons and checkouts per capita, Library Strategies does not recommend the pursuit of a branch library at this time. This is not to say that the Village of Sturtevant should not plan for a library. We recommend the following specific and important steps to prepare the Village and RPL for a potential library facility in the future. These include:

- 1. Form a Library/Community Center Planning Committee with representation from the Sturtevant Village Council, Racine Public Library and its Foundation, Lakeshores Library System, Racine County and community members.*
- 2. This committee should report monthly, or as needed, to the Racine Public Library Board and Village Council as well as other community groups. Frequent communication and transparency should be maintained throughout the process.*
- 3. Conduct a comprehensive library needs assessment, a process which should include extensive community input such as a community survey, focus groups and other community communication channels.*
- 4. Consider establishing a Link and/or Express Library as a temporary model to increase awareness and activity among Sturtevant residents for enhanced library services.*
- 5. Present a proposal to the Village Council for approval to pursue the preferred library service model.*
- 6. Explore funding options (state construction grants, federal grants, private fundraising) and contractual agreements (if necessary).*
- 7. Approve a budget for capital outlays and ongoing operations.*
- 8. Encourage the Racine Public Library Foundation, or a separate Friends of the Sturtevant Library, to start engaging the community in a fundraising effort.*

## Conclusion

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Library Strategies is pleased to submit this report to the Racine Public Library Board and Foundation to advance its exploration into future library service for the Village of Sturtevant.

Library Strategies believes public libraries are at the heart of a thriving, educated and connected community. A Sturtevant Library could express what is unique and special about Sturtevant; a reflection of its values and culture and a window to its future. We are pleased to be part of this initial discussion and hope to remain involved as the community begins the journey toward new and enhanced library services for the citizens of Sturtevant.